DOCUMENT RESUME

ED 338 988 CG 023 809

AUTHOR Sweet, Richard; And Others
TITLE Legislation on Adolescent Pregnancy Prevention. Wisconsin Legislative Council Report No. 13 to the 1991 Legislature.
INSTITUTION Wisconsin State Legislative Council, Madison.
REPORT NO RL-91-13
PUB DATE 31 Oct 91
NOTE 30p.
PUB TYPE Legal/Legislative/Regulatory Materials (090) -- Reports - General (140)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Adolescents; Elementary Secondary Education; *Pregnancy; Pregnant Students; *Prevention; *State Legislation; *State Programs
IDENTIFIERS *Wisconsin

ABSTRACT

Wisconsin legislation on adolescent pregnancy prevention is discussed in this document. The 1991 Senate Bill 324 and Assembly Bill 630, identical bills which relate to adolescent pregnancy prevention, school district instruction in human growth and development, medical assistance services, and making appropriations, are discussed. Part I notes that the Bills make changes in laws relating to: (1) human growth and development instruction; (2) reporting requirements for sexual intercourse or sexual contact involving a child under the child abuse reporting law; (3) medical assistance reimbursement for prescribed oral contraceptives; (4) provider guidelines under the HealthCheck component of Medical Assistance; and (5) patient education materials. Part II discusses committee activity, including assignment, summary of meetings, committee and council votes, and staff materials. Part III describes the bills. Part IV presents other committee action, which include recommendations to personnel of the Department of Health and Social Services, Department of Public Instruction, Adolescent Pregnancy Prevention and Pregnancy Services board, State Laboratory of Hygiene, and Governor and the Joint Committee on Finance. A bibliography of committee materials is included in the appendix. (80 references) (ABL)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED338988

CG023809

WISCONSIN LEGISLATIVE COUNCIL

REPORT NO. 13 TO THE 1991 LEGISLATURE

LEGISLATION ON ADOLESCENT PREGNANCY PREVENTION

1991 SENATE BILL 324, RELATING TO ADOLESCENT PREGNANCY PREVENTION, SCHOOL DISTRICT INSTRUCTION IN HUMAN GROWTH AND DEVELOPMENT, MEDICAL ASSISTANCE SERVICES AND MAKING APPROPRIATIONS

1991 ASSEMBLY BILL 630, RELATING TO ADOLESCENT PREGNANCY PREVENTION, SCHOOL DISTRICT INSTRUCTION IN HUMAN GROWTH AND DEVELOPMENT, MEDICAL ASSISTANCE SERVICES AND MAKING APPROPRIATIONS

Legislative Council Staff
October 31, 1991

One East Main St., Suite 401
Madison, Wisconsin

RL 91-13

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

B. Reese

TO THE EDUCATIONAL RESOURCES

BEST COPY AVAILABLE

WISCONSIN LEGISLATIVE COUNCIL
s. 13.81, Stats.

OFFICERS

Chairperson
MARLIN D. SCHNEIDER
Representative
Wisconsin Rapids

Vice-Chairperson
FRED A. RISSER
Senator
Madison

Secretary
BARBARA K. LORMAN
Senator
Ft. Atkinson

REPRESENTATIVES

DAVID E. CLARENBACH
Madison

MARCIA P. COGGS
Milwaukee

STAN GRUSZYNSKI
Stevens Point

WALTER KUNICKI
Milwaukee

BARBARA J. LINTON
Highbridge

MARY E. PANZER
West Bend

DAVID PROSSER
Appleton

DAVID TRAVIS
Madison

JOSEPH WIMMER
Waukesha

DAVID A. ZIEN
Eau Claire

SENATORS

LYNN S. ADELMAN
New Berlin

JOSEPH J. CZARNEZKI
Milwaukee

MICHAEL G. ELLIS
Neenah

GARY R. GEORGE
Milwaukee

DAVID HELBACH
Stevens Point

RICHARD T. KREUL
Fennimore

JOSEPH LEEAN
Waupaca

RODNEY C. MOEN
Whitehall

DAVID J. STUTE, Director, Legislative Council Staff, One East Main St., Suite 401

TEENAGE PREGNANCY PREVENTION AND RELATED ISSUES,
SPECIAL COMMITTEE ON

OFFICERS

Co-Chairperson
GARY R. GEORGE
Senator
Milwaukee

Secretary
ALBERTA DARLING
Representative
River Hills

Co-Chairperson
BARBARA NOTESTEIN
Representative
Milwaukee

SENATORS

BARBARA K. LORMAN
Fort Atkinson

BARBARA ULICHNY
Milwaukee

TIMOTHY WEEDEN
Beloit

REPRESENTATIVES

PETER BOCK
Milwaukee

KIMBERLY PLACHE
Racine

SUSAN VERGERONT
Cedarburg

MARCIA P. COGGS (1)
Milwaukee

PEGGY ROSENZWEIG
Wauwatosa

PUBLIC MEMBERS

BETTY CHEWNING
Madison

PAUL NANNIS
Milwaukee

DOREEN SCHWARTZ WAWRONOWICZ
Lac du Flambeau

MARK E. DALEY
Milwaukee

DAN NERAD
Green Bay

JUDITH SELLE
Milwaukee

FELITA DANIELS
Milwaukee

DR. RICHARD H. PASSMAN
Milwaukee

STEPHEN SMALL
Madison

SR. ROSEMARIE FISHER
Milwaukee

DR. HANIA RIS
Madison

DR. JOHN STEPHENSON
Madison

FR. JIM GODIN
Whitewater

MARIA RODRIGUEZ-GUZIOR
Milwaukee

BRIAN THEILER
LaCrosse

SHIRLEY J. LANIER
Milwaukee

HANNAH ROSENTHAL
Madison

DEBORAH WHEELER (2)
Milwaukee

JUNE MARTIN-PERRY
Milwaukee

KRISTINE SCHULTZ
Madison

COMMITTEE STAFF: Laura Rose, Staff Attorney; Pam Russell Senior Staff Attorney; Richard Sweet, Senior Staff Attorney and Julie Terry, Administrative Staff.

---

(1) Added to the Committee by a September 7, 1990 mail ballot.
(2) Appointed by a September 7, 1990 mail ballot to replace Dianne Colby, who resigned from the Committee on August 24, 1990.

WISCONSIN LEGISLATIVE COUNCIL
REPORT NO. 13 TO THE 1991 LEGISLATURE*

LEGISLATION ON ADOLESCENT PREGNANCY PREVENTION

CONTENTS

		Page
PART I:	KEY PROVISIONS OF LEGISLATION	3
PART II:	COMMITTEE ACTIVITY	5
	A. Assignment	5
	B. Summary of Meetings	5
	C. Committee and Council Votes	6
	D. Staff Materials	7
PART III:	DESCRIPTION OF 1991 SENATE BILL 324 AND 1991 ASSEMBLY BILL 630	9
	A. Background	9
	B. Major Provisions	10
PART IV:	OTHER COMMITTEE ACTION	21
APPENDIX:	COMMITTEE MATERIALS	25

*Prepared by: Richard Sweet, Pam Russell and Laura Rose, Senior Staff Attorneys, Legislative Council Staff.

PART I

KEY PROVISIONS OF LEGISLATION

1991 Senate Bill 324 and 1991 Assembly Bill 630 are identical Bills, which were introduced by the Legislative Council on the recommendation of the Special Committee on Teenage Pregnancy Prevention and Related Issues.

The Bills create a number of programs that relate to adolescent pregnancy prevention and modify a number of existing programs. In addition to providing funding for new or existing programs and evaluation of those programs, the Bills make changes in laws relating to:

a. Human growth and development (HG&D) instruction;

b. Reporting requirements for sexual intercourse or sexual contact involving a child;

c. Medical Assistance reimbursement for prescribed oral contraceptives;

d. Provider guidelines under the HealthCheck component of Medical Assistance; and

e. Patient education materials.

PART II

COMMITTEE ACTIVITY

A. ASSIGNMENT

The Legislative Council established the Special Committee on Teenage Pregnancy Prevention and Related Issues and appointed the Co-Chairpersons of the Committee by a May 24, 1990 mail ballot. Other members of the Committee were appointed by an August 2, 1990 mail ballot of the Legislative Council.

The Special Committee was directed to study current and proposed educational, social, medical and economic approaches to reducing pregnancies among Wisconsin adolescents. The Special Committee was directed to study: (1) the effectiveness of current state, local and private strategies to reduce pregnancies among teenagers, both statewide and in areas of the state with the highest teen birth rate; (2) whether state, local and private programs could be better coordinated to focus funding and resources where they are most needed; and (3) what new approaches, if any, are needed to reduce adolescent pregnancy in Wisconsin, including approaches to ameliorate its underlying causes.

The membership of the Special Committee consisted of four Senators, seven Representatives and 20 Public Members.

B. SUMMARY OF MEETINGS

The Special Committee held five meetings on the following dates, all of which were held at the State Capitol in Madison:

September 6, 1990	January 24, 1991
October 9, 1990	March 1, 1991
November 20, 1990	

At the September 6, 1990 meeting, the Committee reviewed a staff background paper that presented information on teen pregnancy and birth rates and on teenage pregnancy prevention programs in Wisconsin. In addition, the Committee received testimony on programs in Wisconsin from representatives of the Department of Health and Social Services (DHSS), Department of Public Instruction (DPI) and the Adolescent Pregnancy Prevention and Pregnancy Services (APPPS) Board. Finally, the Committee received testimony from the Legislative Audit Bureau, which had recently completed an audit of teenage pregnancy prevention programs in Wisconsin.

At the October 9, 1990 meeting, the Committee received testimony regarding school-based and school-linked health clinics from a physician

who works with those clinics in Chicago, a University of Wisconsin (UW)-Milwaukee professor and the Director of the Arkansas Department of Health. In addition, the Committee received testimony on health care programs for adolescents from representatives of DHSS, Planned Parenthood of Wisconsin, Teen Health Service of Lutheran Hospital-La Crosse and Teen Pregnancy Service of Milwaukee.

At the November 20, 1990 meeting, the Committee received testimony from representatives of Wisconsin Right to Life regarding school-based clinics and other programs. In addition, the Committee heard from the Chairperson of the Statewide Human Growth and Development Advisory Committee and an HG&D coordinator with a cooperative educational service agency (CESA) regarding HG&D instruction in schools.

At the January 24, 1991 meeting, the Committee heard from a number of teens, and adults who work with those teens, who provide peer mentoring services through the Teen Peer Program of Planned Parenthood of Wisconsin and through Rosalie Manor. In addition, the Committee received testimony from the Chairperson of the Governor's Task Force on Family and Children's Issues. After the presentations, the Committee reviewed a list that staff had compiled of suggestions submitted by Committee members with regard to teen pregnancy prevention.

At the March 1, 1991 meeting, the Committee extensively discussed a revised list of suggestions that were submitted by Committee members. In addition, the Committee reviewed a bill draft on HG&D that was prepared based on discussion at the previous meeting. After giving preliminary approval to a comprehensive proposal based on the bill draft and list of suggestions, WLCS: 441/1 was prepared. That draft was recommended for introduction by the Committee on a mail ballot after the March 1, 1991 meeting.

C. COMMITTEE AND COUNCIL VOTES

By a May 17, 1991 mail ballot, the Special Committee on Teenage Pregnancy Prevention and Related Issues voted to recommend WLCS: 441/1 (the draft that, with modifications by the Legislative Council, became 1991 Senate Bill 324 and 1991 Assembly Bill 630) to the Legislative Council for introduction into the 1991-92 Legislature by a vote of Ayes, 22 (Sens. George, Lorman and Ulichny; Reps. Notestein, Darling, Bock, M. Coggs, Plache and Rosenzweig; and Public Members Chewning, Fisher, Godin, Martin-Perry, Nannis, Nerad, Passman, Ris, Rosenthal, Schultz, Selle, Small and Theiler); Noes, 2 (Sen. Weeden; and Rep. Vergeront); and Not Voting, 7 (Public Members Daley, Daniels, Lanier, Rodriguez-Guzior, Wawronowicz, Stephenson and Wheeler).

At its October 9, 1991 meeting, the Legislative Council, by unanimous consent, modified the Special Committee's draft by: (1) deleting

appropriations for fiscal year 1991-92 (or, if an appropriation was only for fiscal year 1991-92, moving it to fiscal year 1992-93); and (2) delaying the effective date of the draft until July 1, 1992. The Legislative Council then voted to introduce the draft as companion bills in both houses of the Legislature by a vote of Ayes, 14 (Reps. Schneider, Clarenbach, Gruszynski, Kunicki, Linton, Prosser, Travis and Wimmer; and Sens. Risser, Lorman, Czarnezki, George, Helbach and Moen); Noes, 4 (Rep. Zien; Sens. Ellis, Farrow and Leean); and Absent, 3 (Reps. Coggs and Panzer; and Sen. Adelman).

D. STAFF MATERIALS

The Appendix lists all the materials received by the Special Committee. The following document, prepared by the Legislative Council Staff, may be of particular interest:

- Staff Brief 90-10, Overview of Teenage Pregnancy and Pregnancy Prevention, dated August 31, 1990.

This document and other materials listed in the Appendix are available at the Legislative Council offices.

PART III

DESCRIPTION OF 1991 SENATE BILL 324 AND 1991 ASSEMBLY BILL 630

A. BACKGROUND

1. Current Activities

Wisconsin currently has a number of pregnancy prevention programs, as well as programs which serve teenagers in Wisconsin who are already parents and which have a pregnancy prevention component. These programs primarily fall under the auspices of DHSS, the APPPS Board and DPI.

Among the programs that are under the auspices of DHSS that relate to teenage pregnancy prevention are the following: (a) the Adolescent Pregnancy Prevention Services Program; (b) the Adolescent Self-Sufficiency Services Grant Program; (c) the Adolescent Services Program; (d) the Adolescent Choices Program; (e) the Pregnancy Counseling Services Grant Program; (f) the family planning grants appropriation; (g) Maternal and Child Health Block Grant funding for adolescent pregnancy prevention and related services; (h) use of Medical Assistance reimbursement for family planning services; and (i) grandparent liability.

The APPPS Board, which consists of 13 members (six voting members from statewide organizations, and seven nonvoting members representing various state agencies), administers a program that was established in 1985 and provides grants to organizations for pregnancy prevention activities and services to pregnant adolescents. In addition, the 1991-93 Biennial Budget Act (1991 Wisconsin Act 31) created a new program to be administered by the APPPS Board. That program is described in the next portion of this Report.

The DPI and local school boards are responsible for school-age parents programs and HG&D instruction programs.

Additional information about all the current programs noted in this portion of the Report may be found in Legislative Council Staff Brief 90-10, Overview of Teenage Pregnancy and Pregnancy Prevention, dated August 31, 1990. In addition to providing details about the types of services that are either provided or funded under the programs, the Staff Brief also shows the grantees under the grant programs described and the amount of the grant received by each grantee.

2. 1991-93 Biennial Budget Act

There were a number of items in Enrolled 1991 Assembly Bill 91 (the Enrolled 1991-93 Biennial Budget Bill) that are similar to provisions in 1991 Senate Bill 324 and 1991 Assembly Bill 630. Those include: (a) a requirement that Medical Assistance reimbursement policy be altered so that women can obtain three months of oral contraceptives at a time, rather than just one month's supply; (b) the appropriation of $250,000 in fiscal year 1991-92 and $400,000 in fiscal year 1992-93 for the establishment of adolescent pregnancy prevention projects in the Milwaukee Public School System beginning in fiscal year 1991-92 and other school districts beginning in fiscal year 1992-93; (c) the appropriation of $75,000 in each fiscal year of the 1991-93 biennium to support the training of teachers in HG&D instruction; (d) the appropriation of an additional $70,000 in each fiscal year of the 1991-93 biennium for the current Adolescent Choices Program; and (e) the appropriation of $200,000 in each fiscal year of the 1991-93 biennium for parent and children workshops on issues related to sexuality and other risk behaviors.

The Governor vetoed the above five items. In vetoing the first item, relating to reimbursement for oral contraceptives under Medical Assistance, the Governor indicated that DHSS has proposed an administrative rule change that would allow for dispensing of 100 days' worth of oral contraceptives at a time.

In his veto message on the latter four items, the Governor noted that the 1991-93 Biennial Budget Act included an increased appropriation of $396,000 for the APPPS Board for a new grant program to fund comprehensive community-based adolescent demonstration projects. That program, which was included in the original 1991 Assembly Bill 91 (the Governor's 1991-93 Biennial Budget Bill), was endorsed by the Special Committee, with a number of proposed changes. Those changes were included by the Legislature in passing 1991 Assembly Bill 91, but two of the items were vetoed by the Governor. Those two items were the requirement that an organization receiving a grant either provide or make referrals for contraceptive services and that a grantee enter into an agreement with a local HG&D advisory committee required under current law.

B. MAJOR PROVISIONS

1991 Senate Bill 324 and 1991 Assembly Bill 630, which are identical Bills, create a number of programs and make a number of changes in the laws dealing with adolescent pregnancy prevention. The Bills would take effect on July 1, 1992, except for certain provisions dealing with HG&D which have a later effective date.

1. Human Growth and Development Instruction

a. Curriculum Changes

Currently, school districts are encouraged, but not required, to provide HG&D instruction. Current law requires each school district to establish an advisory committee composed of parents, teachers, school administrators, pupils, health care professionals, members of the clergy and other residents of the school district, for the purpose of developing an HG&D curriculum and to advise the school board on the design, review and implementation of that curriculum. A curriculum may, but is not required to, include instruction in any of the following areas: self-esteem; decision-making; interpersonal relationships; discouragement of adolescent sexual activity; family life and skills required of a parent; human sexuality; reproduction; contraception, including natural family planning; prenatal development; childbirth; adoption; available prenatal and postnatal support; male responsibility; sex stereotypes; and protective behaviors.

The Bills require that, no later than August 15, 1992, all school boards must adopt an HG&D curriculum. By the 1993-94 school year, all school districts must provide HG&D instruction in at least the following topics: discouragement of adolescent sexual activity; family life and skills required of a parent; human sexuality; reproduction; contraception, including natural family planning; prenatal development; childbirth; and male responsibility. By the 1994-95 school year, all school districts must provide HG&D instruction in each of the HG&D topics at some point in grades kindergarten to 12. In addition to the topics currently covered, the instruction must include information on sexual assault, risk-taking behavior, refusal techniques and sexually transmitted diseases. The Bills also delete "adoption" from the topics currently covered under an HG&D curriculum.

The Bills require that information provided must be accurate and comprehensive and that a school district's HG&D curriculum may not include material that has a religious or racial bias or is sexually stereotyped.

The Bills require DPI to report to the Legislature on the level of school district compliance with the HG&D curriculum requirement by December 31, 1994.

In a separate letter to the State Superintendent of Public Instruction, the Committee recommends that DPI determine the costs, if any, of these requirements on school districts and develop proposals for assisting districts in meeting these requirements without incurring any additional local costs.

b. Parental Involvement

The Bills require school boards to permit parents of pupils to participate in or attend any instruction in HG&D development. A school board may instruct parents on how to discuss any of the HG&D topics with their children.

c. Consultation Contracts

The Bills authorize school boards to contract with organizations for the purchase of consultation services to assist the board in developing, modifying, implementing or evaluating an HG&D curriculum. School boards would use request-for-proposal procedures. Eligible organizations would include public, private nonprofit or private for-profit organizations.

d. Curriculum Resource Guide

The Bills require DPI to prepare an HG&D curriculum resource guide and appropriates $10,000 general purpose revenue (GPR) in fiscal year 1992-93 to DPI to fund the development of the guide.

e. DPI HG&D Consultant Position

The Bills appropriate $29,250 GPR in fiscal year 1992-93 to increase the current DPI HG&D consultant position from half-time to full-time.

f. Cooperative Educational Service Agency Coordinators

The Bills appropriate $307,200 GPR in fiscal year 1992-93 for the 12 CESA's. Each CESA would use the funding to increase its current half-time HG&D coordinator position to a full-time position.

g. HG&D Curriculum Development and Training

The Bills appropriate $200,000 GPR in fiscal year 1992-93 to DPI to provide: (1) grants to school districts to fund the development of an HG&D curriculum; and (2) training opportunities for teachers providing instruction in HG&D.

DPI would award funds for training opportunities in the form of grants to any of the following to provide training in HG&D instruction: CESA's; school boards; accredited institutions of higher education; or private nonprofit organizations. DPI could also use these funds to award grants to school boards to fund the costs of providing substitute teachers for those teachers participating in any training in HG&D instruction.

h. Teacher Certification

The Bills require DPI to develop a proposal to ensure specialty training for, and certification of, teachers who provide HG&D instruction. DPI would be required to develop a proposal by December 31, 1994, for implementation by August 1996.

Under this proposal, middle, junior and high school teachers would be required to have taken a course or training designated by DPI in order to be qualified to provide HG&D instruction. The proposal developed by DPI must include training requirements, as well as methods of paying for training and certification of teachers.

2. Other Educational or Education-Related Programs

a. Pilot Family Education Program

The Bills appropriate $200,000 GPR in fiscal year 1992-93 to DHSS to fund, on a pilot basis, a family education program designed to reach 4,000 families. The goals of the pilot program would be: (1) encouragement of sexual abstinence, in order to avoid teenage pregnancy and other health problems; and (2) encouragement of family communication on issues of sexuality, contraception and responsible decision-making.

Any pupil instruction, teacher training or community education under the pilot program would be required to be free from racial and sexual stereotyping and religious bias. Instruction would be required to include accurate and complete information on pregnancy prevention and on the prevention of sexually transmitted diseases and Acquired Immunodeficiency Syndrome (AIDS).

b. Comprehensive Pregnancy Prevention Services

(1) Milwaukee Program

The Bills appropriate $500,000 GPR to DHSS in fiscal year 1992-93 to establish a comprehensive pregnancy prevention services project to be operated by Milwaukee Public Schools (MPS). The project would be developed jointly by DHSS and MPS. The Bills specify that no more than 10% of the funds may be used for administrative purposes. The MPS would be authorized to contract with public, private nonprofit or private for-profit organizations to provide program services.

(2) Programs Located in Districts Other Than Milwaukee

In addition, the Bills appropriate $250,000 GPR to DHSS in fiscal year 1992-93, to be awarded in the form of grants to school districts in

areas of the state other than Milwaukee, to establish adolescent pregnancy prevention programs. School districts with a demonstrated high incidence of teenage pregnancy would be eligible to apply for grants. As with the MPS program, school districts would develop the program jointly with DHSS.

c. Reporting Exemption

The Bills exempt certain persons from having to report sexual intercourse or sexual contact involving a child under the child abuse reporting law. The persons exempted from the reporting are: (1) pupil service providers; and (2) persons who refer a child to a health care provider for any health care service or pupil services provider for any pupil service.

However, no exemption is provided if the person has reason to suspect that the sexual intercourse or sexual contact was with a relative of a child or other enumerated person or if the person has reasonable doubt as to the voluntariness of the child's participation in the sexual conduct or sexual intercourse or for one of several other enumerated reasons in current law. Under any of these circumstances, suspected child abuse must be reported.

In addition, the definition of "health care service" in current law is modified to include reproductive health care.

3. Health and Community Programs

a. School-Based and School-Linked Clinics

The Bills appropriate $600,000 GPR in fiscal year 1992-93 to fund three school-based or school-linked comprehensive health clinics. The clinics would be located in urban and rural areas selected by DHSS for demonstration programs. The clinics would be required to be certified to provide HealthCheck services. [HealthCheck is a federally mandated, state-administered program that is funded with federal and state Medical Assistance dollars and provides reimbursement for comprehensive preventive health examinations and services for children and young adults under the age of 21 who are eligible for Medical Assistance. The federal government's name for the program is Early Periodic Screening, Diagnosis and Treatment or "EPSDT."]

DHSS would award the funds jointly to school districts and health care providers in areas identified by DHSS on the basis of selected risk factors. These risk factors, as applied to the 11- to 19-year old population in a school district, would include: (1) a high pregnancy rate; (2) a high rate of sexually transmitted diseases; (3) a high rate of Aid to Families with Dependent Children (AFDC) participants; (4) a high

number of persons with no, or inadequate, health insurance; and (5) eligibility of at least 20% of the students for subsidized meals.

Applicants for the funds would be required to specify all of the following, based on decisions of a required community advisory committee: (1) the manner in which the applicant will provide a full range of health care and health-related services, such as counseling and case management; (2) that contraceptive services will be available and the manner in which they will be provided; (3) the type of parental consent required for minors to receive services; and (4) a description of the formal agreement that will be in place for coordination of services between the school district and a community-based health care provider, such as a local public health agency or community health center or an institutional health care provider.

Funds awarded under this program would be used for the following purposes: establishing a comprehensive health clinic located in or near a high school, junior high school or middle school; providing case management; providing training to staff to enable them to receive certification as a Medical Assistance provider; providing transportation services to make clinical services more accessible; providing public education and outreach; and purchasing billing services. The program would include an evaluation component.

b. Milwaukee Postponing Pregnancy Project

The Bills appropriate $750,000 GPR in fiscal year 1992-93 for a postponing pregnancy project in the Milwaukee area. The purposes of the project would be to: (1) promote sexual abstinence and male and female sexual responsibility; and (2) ensure that comprehensive, confidential reproductive health care will be offered to adolescents at no charge from qualified health care providers. The funds would be provided to DHSS to be awarded to a health care provider that provides health care services primarily to minority group members, which would act as a lead agency. Grant funds would be used to provide services throughout Milwaukee through collaboration with other health care providers.

c. Family Planning Availability

The Bills appropriate $300,000 GPR in fiscal year 1992-93 for family planning services in locations other than the City of Milwaukee. These funds would be used by family planning service providers to: (1) expand clinic hours to cover times that are most convenient for adolescents; (2) provide free examinations and contraceptives; (3) increase the number of family planning clinics in areas where access is limited by distance or transportation barriers; and (4) provide transportation subsidies for travel to and from family planning clinics.

d. Contraceptive Prescriptions

The Bills change the state policy on Medical Assistance prescription reimbursement to permit women to fill prescriptions for three cycles of oral contraceptives at a time. Currently, women on Medical Assistance may obtain only 34 days worth of birth control pills at a time [s. HSS 107.10 (3) (d), Wis. Adm. Code].

e. Healthy Start Outreach

The Bills appropriate $50,000 GPR in fiscal year 1992-93 to create a Healthy Start outreach program for pregnant and parenting adolescents in schools. [Healthy Start is a program that uses a combination of state and federal Medical Assistance funds to provide health care services to low-income children and pregnant women.] Under the Bills, school and health-related specialists, such as school nurses, social workers, counselors and public health nurses, would provide the outreach services. These services would include identifying and contacting school-age pregnant adolescents who are in school or who have dropped out of school; assessing or arranging for assessment of prenatal and other health care needs; determining eligibility for Medical Assistance under the Healthy Start program; and assisting in the Healthy Start application process. DHSS would conduct an evaluation of the effect of this program on the health and pregnancy outcomes of participants.

f. HealthCheck Guidelines

The Bills require DHSS to distribute to health care providers guidelines on the services that are eligible for coverage under the HealthCheck program and how providers may participate in the program.

g. Patient Education Materials

The Bills require DHSS to make available to health care providers and other individuals patient education materials on HG&D.

h. Public Service Announcement Distribution

The Bills appropriate $25,000 GPR in fiscal year 1992-93 to the APPPS Board to fund the promotion and distribution of a public service announcement, relating to prevention of teenage pregnancy, already developed by the APPPS Board.

i. APPPS Board Authority

The Bills expand the APPPS Board's duties to include: (1) coordinating state programs for adolescent pregnancy prevention; and (2) developing a state adolescent pregnancy prevention plan.

j. Adolescent Choices Program

The Bills appropriate an additional $290,000 GPR in fiscal year 1992-93 for projects under the Adolescent Choices Program. The primary goals of the Adolescent Choices Program, as stated in current s. 46.997, Stats., are reducing adolescent pregnancy, reducing high school dropout rates, increasing economic self-sufficiency and expanding career options for adolescents, enhancing individual adolescent self-esteem, interpersonal skills and responsible decision-making and neutralizing sex-role stereotyping and bias.

The Program is currently funded at a level of $210,000 per year. One public agency or private nonprofit organization in each of six regions of Wisconsin and one Indian tribal project each receive a $30,000 grant. Under the Bills, the additional $290,000 funding would increase the amount of each grant to $50,000 and would expand the total number of grants from seven to 10.

k. Evaluation of Programs

The Bills appropriate $100,000 GPR in fiscal year 1992-93 as a continuing appropriation to the APPPS Board. The Board would use these funds to contract for the services of an outside agency or agencies to evaluate the various adolescent pregnancy prevention programs administered by state agencies.

l. University Research Project

The Bills appropriate $500,000 GPR in fiscal year 1992-93 as a continuing appropriation, to fund a research project on adolescent pregnancy. The funds would be provided to the UW System to be used in conducting research on methods to reduce the incidence of adolescent pregnancy, including research that examines adolescents' reasons for becoming or not becoming sexually active, becoming pregnant, terminating pregnancies, following or ignoring advice from peers or adults, using or not using available special programs, choosing one program over another and using or not using contraceptives.

m. Outreach Grants for Family Planning Clinics

The Bills appropriate $150,000 GPR in fiscal year 1992-93 to DHSS to be provided as grants to assist family planning clinics to conduct advertising and outreach activities. Each clinic would decide how to use the funds; suggested uses include establishing a hotline, direct mail or radio or television public service announcements.

4. Legislative Intent

The bill draft approved by the Special Committee included a SECTION entitled "LEGISLATIVE INTENT." However, because of the Legislative Reference Bureau's policy of not including legislative intent statements in legislation, that agency deleted the legislative intent statement from the bill draft that ultimately became 1991 Senate Bill 324 and 1991 Assembly Bill 630.

The legislative intent statement approved by the Special Committee was as follows:

> SECTION 1. LEGISLATIVE INTENT. It is the intent of the legislature that the department of health and social services, the department of public instruction, the adolescent pregnancy prevention and pregnancy services board, health care providers and other private and public institutions and agencies continue to make strong efforts to reduce the number of unintended pregnancies among adolescents and encourage adolescents to adopt constructive life values and responsible behavior. To this end, it is the intent of the legislature that the following guidelines shall apply to programs created or expanded under this act and to other ongoing efforts to reduce the number of adolescent pregnancies in this state:
>
> (1) Wherever possible, teenage pregnancy prevention programs should use family-oriented approaches to pregnancy prevention as well as programs that are directed to adolescents or pre-adolescents.
>
> (2) State resources should be used to encourage programs that use a multifaceted approach to the prevention of adolescent pregnancies.
>
> (3) State resources should be used to develop comprehensive, focused strategies in those communities where the adolescent pregnancy rate is high.
>
> (4) To the extent possible, communities should be encouraged to establish community boards with representatives from human services agencies, businesses, churches, schools and other interest

groups to develop a local plan for teenage pregnancy prevention.

(5) State agencies should be encouraged to fund programs in a manner that would ensure continuity of programs that are shown to be effective in reducing unwanted pregnancies among adolescents.

(6) Programs receiving state resources should provide for client input, where possible. This could be achieved through various mechanisms, including program advisory boards and local and state planning boards.

PART IV

OTHER COMMITTEE ACTIONS

In addition to recommending 1991 Senate Bill 324 and 1991 Assembly Bill 630 to the Legislative Council for introduction into the 1991-92 Legislature, the Special Committee took the following actions:

A. Recommended, in a letter to Gerald Whitburn, Secretary of Health and Social Services, that DHSS do the following:

1. Encourage all family planning clinics to provide comprehensive on-site services. DHSS, in funding family planning services, should provide incentives to clinics to provide services such as counseling, examination and supplies at the same location and, if possible, allow the full array of services to be provided in a single visit.

2. Seek sufficient funding to subsidize laboratory fees charged by the State Laboratory of Hygiene for pap tests, chlamydia exams, testing for human immunodeficiency virus (HIV) and other sexually transmitted diseases. DHSS should also find ways to expedite the processing of examinations by the State Laboratory of Hygiene, to bring the processing time in line with the processing time for similar examinations at hospitals.

3. Shift personnel, or seek new funding, to create a position in the Division of Health to administer and coordinate the Healthy Start Program. Also, ensure that adequate staffing is provided for both the Healthy Start Program and the HealthCheck Program.

4. Develop and implement a teenage pregnancy prevention education series for health care providers. The Association of Wisconsin HMO's has indicated a willingness to provide forums where providers could learn about teenage pregnancy prevention programs and techniques.

5. Work together with health maintenance organizations (HMO's) in conducting outreach programs for, and follow-up with, "at-risk" populations to promote a primary relationship with a health care provider. HMO's have developed age-specific, culturally-relevant materials for parents, teens and pre-teens, but could use assistance in promoting the importance of regular contact with a primary health care provider in order to enable HMO's to convey this information.

6. Work together with HMO's to make use of data and reports generated by HMO's relating to health care needs of at-risk teenage populations, including HealthCheck evaluations by age of patient. The DHSS should also work to ensure provider reimbursement for

HealthCheck services, especially reimbursement of these services provided at school-based clinics.

7. Work together with consumer advocacy groups, the Life Options Coalition in Milwaukee and similar coalitions throughout the state, to identify local community-based services and programs so that health care providers can work together with, or provide referral to, these programs.

8. Become involved in or encourage the following activities:

(a) In conjunction with consumer and advocacy groups in Milwaukee and other parts of the state, conduct a series of consumer access and education workshops. Possible sites for workshops could include community health centers, community centers, food pantries and low-income energy assistance offices.

(b) Coordinate efforts with HMO's to develop specific educational materials which help persons have easier access to health care services and understand the human services systems. DHSS could contract with public relations organizations to develop the materials.

(c) Provide funds to income maintenance workers for the purpose of enrolling eligible pregnant women in the Medical Assistance Program. DHSS could expand on the Healthy Start model; and the model could be used to provide outreach for other services as well. Another possible approach would be the use of income maintenance workers stationed in satellite offices.

(d) Seek a federal waiver to include translation and interpreter services as a covered service under Medical Assistance.

9. Study ways in which new federal funds for child care services could be used to enhance school-age parent programs. The DHSS should examine purposes for which these funds could be used, in order to make it as easy as possible for school-age parents to attend school, including ways to fund transportation services.

B. Recommended, in a letter to Herbert Grover, Superintendent of Public Instruction, that DPI do the following:

1. Make an effort to assess the academic ability of each student, particularly at-risk students, and, where appropriate, provide tutoring, including tutoring by volunteers. DPI should examine alternative educational programs and extracurricular activities, such

as instruction in music, theatre, dance, painting, photography and other visual arts, for at-risk students.

2. In preparing its fiscal estimate for changes in the HG&D instruction program, make an effort to determine the additional costs, if any, of the new requirements on local school districts. To the extent that school districts would incur any additional costs, DPI should develop proposals for assisting school districts in meeting these requirements without incurring additional local costs.

C. Recommended, in a letter to Hannah Rosenthal, Chairperson of the APPPS Board, that the APPPS Board achieve a greater level of continuity of services funded by grants administered by the Board. Currently, the Board places a three-year limit on contracts awarded under its various grant programs. The Special Committee was concerned that the three-year limitation on grant contracts does not encourage long-range continuity of programs and services.

D. Recommended, in a letter to John Schalkham, Director, Cytotechnology Section, State Laboratory of Hygiene, that the recent action to reduce processing time for pap smear tests of clients of state-funded family planning clinics be continued.

E. Recommended, in a letter to the Governor and the Joint Committee on Finance, that the Governor and the Joint Committee on Finance support the following:

1. The proposal, in Assembly Bill 91, for comprehensive education programs and services to be provided by APPPS Board grantees, with suggested changes recommended by the Committee.

2. That the 1.5 FTE positions of the APPPS Board, which would be eliminated under Assembly Bill 91, be continued in order for the APPPS Board to continue coordinating grant programs and to take on its greater role as a coordinator of statewide programs and in developing a statewide plan for the prevention of pregnancies among Wisconsin teenagers.

LR:PR:RNS:kjf:jt:las;kja

APPENDIX

COMMITTEE MATERIALS

Staff Materials

1. Staff Brief 90-10, Overview of Teenage Pregnancy and Pregnancy Prevention (August 31, 1990).

2. MEMO NO. 1, Births to Females Age 14 and Under and Birth Order of Children Born to Teens (September 27, 1990).

3. MEMO NO. 2, Pregnancy Prevention Programs, by County (October 2, 1990).

4. MEMO NO. 3, Milwaukee Urban League's Male Responsibility Program (October 2, 1990).

5. MEMO NO. 4, Comparison of Teenage Pregnancy and Pregnancy Prevention in the United States and Selected Industrialized Countries (October 3, 1990).

6. MEMO NO. 5, Development and Current Status of Human Growth and Development Instruction in Wisconsin (November 14, 1990).

7. MEMO NO. 6, Summary of Suggestions Submitted by Committee Members (January 17, 1991).

8. Addendum to MEMO NO. 6, Additional Suggestions for Possible Legislation (January 24, 1991).

9. MEMO NO. 7, Revised Summary of Suggestions for Teen Pregnancy Prevention Legislation (February 22, 1991; revised February 28, 1991).

10. MEMO NO. 8, Staffing and Services Provided by Milwaukee's North Division High School Adolescent Health Clinic (February 22, 1991).

11. MEMO NO. 9, Summary of Recommendations Made by the Special Committee at the March 1, 1991 Meeting (April 5, 1991).

Other Materials

1. Application Form, Request for Proposals, Adolescent Pregnancy Prevention and Pregnancy Services Board (APPPS Board); March 1990 Grants for Adolescent Pregnancy Prevention Projects (March 1990).

2. Press release and brochure, "Talking with Preteens About Sexuality," by the APPPS Board (September 6, 1990).

3. List of grant recipients for fiscal year 1990-91, by the APPPS Board (undated).

4. "Summary of APPPS Board Grants, 1986-1991," APPPS Board (undated).

5. Audit Report 90-5, An Evaluation of the Abortion Prevention and Family Responsibility Act--1985 Wisconsin Act 56, Legislative Audit Bureau (LAB) (February 1990).

6. "Joint Legislative Audit Committee Motions on LAB Report 90-5," LAB Staff (September 6, 1990).

7. Programs That Help Prevent Adolescent Pregnancy and Build Youth Self-Sufficiency, by the Children's Defense Fund (April 1986).

8. Programs at a Glance, by the Center for Population Options (October 1986).

9. Memorandum, Followup on Our Plans and Requirements for Evaluation of Your Projects, from Mary Rowin and Dorothy Ellegaard, Bureau of Evaluation, Division of Policy and Budget, Department of Health and Social Services (DHSS) (August 17, 1990).

10. Letter from Beth Hovind, Bureau of Children, Youth and Families, Division of Community Services, DHSS, relating to her testimony before the Committee on September 6, 1990, and attachments (September 24, 1990).

11. Letter from Public Member Hannah Rosenthal, relating to whether the Special Committee should consider school-age parents programs and child care issues (September 6, 1990).

12. "Dr. Hania Ris Receiving Honors Richly Deserved," The Capital Times (Thursday, March 22, 1990).

13. "Women's Liberties Suspended Over Bed of Nails," Wisconsin State Journal (Monday, May 28, 1990).

14. Resolution supporting establishment of school-based clinics, adopted by the Democratic Party of Wisconsin (October 3, 1990).

15. "How Do You Reverse a Negative Sociological Phenomenon That Seems to be Gaining Speed? Teen Pregnancy Prevention Program is Model for Creating Awareness, Changing Attitudes," appearing in the PR Reporter (May 28, 1990).

16. Letter from Public Member Brian Theiler, relating to Wisconsin's Public Health Agenda for the year 2000 (September 20, 1990).

17. Public testimony before the Senate Committee on Education, Economic Development, Financial Institutions and Fiscal Policies by Dr. Hania Ris, relating to grants to provide school-based health services for adolescents (February 13, 1990).

18. "Adolescent Pregnancy Prevention in Wisconsin," by Mary Rowin, Office of Policy and Budget, DHSS (September 1990).

19. "Report on Planning and Policy Development Regarding Teen Pregnancy," Department of Public Instruction (DPI) (September 14, 1990).

20. "Teen Pregnancy in Wisconsin," by Planned Parenthood, Inc. (undated).

21. "Schools and Sex Education: Does it Work?", by J.S. Stout and F.P. Rivara (March 1989).

22. "Wisconsin Maternal and Child Health Program Preconceptional Reproductive Health Services," by Laurie Tellier, DHSS (undated).

23. Letter from Deborah Wright, relating to recommendations for providing family planning services to teens (October 4, 1990).

24. Brochure and pamphlets relating to the teen health program operated by the La Crosse Lutheran Hospital (undated).

25. Letter from Public Member Stephen Small, regarding evaluations of school-based clinics (October 18, 1990).

26. "School-Based Clinics Enter the '90s: Update Evaluation and Future Challenges," by Center for Population Options (October 1989).

27. Furstenberg, F., Jr., J. Brooks-Gunn and L. Chase-Lansdale, "Teenaged Pregnancy and Childbearing," American Psychologist (February 1989).

28. Brooks-Gunn, J., and F. Furstenberg, Jr., "Adolescent Sexual Behavior," American Psychologist (February 1989).

29. "An Assessment of Six School-Based Clinics: Services, Impact and Potential," by Center for Population Options (October 1989).

30. Letter from Michael Vaughn, Maternal and Child Health Family Planning Program, DHSS, relating to the proportion of estimated need for family planning services currently met through Division of Health-funded family planning services (November 15, 1990).

31. Written testimony to the Special Committee from Dr. Lorena Chicoye (undated).

32. "Attitudes of Teachers and Administrators toward Human Growth and Development," by Patricia Titus, James Jingles and Raejean Kanter (undated).

33. Resume of Constance Fuller Threinen, Chair, State Superintendent's Advisory Committee on Human Growth and Development (undated).

34. Brochure, "Teenage Pregnancy: Developing Life Options," by the Association of Junior Leagues, Inc., and the American Association of School Administrators (1988).

35. Packet of materials relating to Cooperative Educational Service Agencies' (CESA) human growth and development coordinators and programs, from Barbara Furlong (undated).

36. Letter from Public Member Hania Ris, relating to school-based clinics (January 12, 1991).

37. "Premarital Sexual Experience Among Adolescent Women--United States 1970-1988," from Massachusetts Medical Society Morbidity and Mortality Weekly Report (January 4, 1991).

38. "Postponing Pregnancy Project," by Public Member Judy Selle (undated).

39. "Comprehensive School Sexuality Education," by Public Member Judy Selle (January 23, 1991).

40. "Helping Parents Teach Their Children About Sexuality," from Public Member Judy Selle (undated).

41. Letter from Public Member Paul Nannis, relating to comments on proposals being considered by the Committee (January 22, 1991).

42. "The DHSS Parental and Family Responsibility Initiative," Office of Policy and Budget, DHSS (October 31, 1991).

43. Trudell, Bonnie, and Marianne Wately, "Sex Respect: A Problematic Public School Sexuality Curriculum" (November 1990).

44. Zobin, Laurie, et al., "The Baltimore Pregnancy Prevention Program for Urban Teenagers," Family Planning Perspectives (July/August 1988).

45. Rivara, Frederick, et al., "Risk of Fatherhood among Black Teenage Males," American Journal of Public Health (February 1987).

46. Report on Progress in the Implementation of the Recommendations Made by the Joint Legislative Audit Committee Regarding the Abortion Prevention and Family Responsibility Act, DPI (January 15, 1991).

47. Roosa, Mark, and F. Scott Christopher, "Evaluation of an Abstinence-Only Adolescent Pregnancy Prevention Program: A Replication," Family Relations (October 1990).

48. Statement before the Special Committee on Teenage Pregnancy Prevention and Related Issues, by Mary Klaver, Legislative Legal Counsel, Wisconsin Right to Life, Inc. (November 20, 1990).

49. Statement before the Special Committee on Teenage Pregnancy Prevention and Related Issues, by Susan M. Armacost, Legislative Director, Wisconsin Right to Life, Inc. (November 20, 1990).

50. Zobin, Laurie, et al., "Evaluation of a Pregnancy Prevention Program for Urban Teenagers," Family Planning Perspectives (May/June 1986).

51. Letter from Public Member Brian Theiler, regarding proposals for possible legislation (January 3, 1991).

52. Letter from Public Member Hania Ris, relating to evaluations of school-based clinics (December 30, 1990).

53. Letter from Public Member Betty Chewning, relating to proposed legislative recommendations (January 15, 1991).

54. Letter from Public Member Judy Selle, relating to legislative recommendations (January 10, 1991).

55. Letter to Public Member Hania Ris from Janet B. Hardy, Professor Emeritus of Pediatrics, Johns Hopkins Hospital, relating to evaluations of school-based clinics (December 10, 1990).

56. Letter from Public Member Daniel Nerad, relating to proposals for legislation (January 2, 1991).

57. "Families United to Prevent Teen Pregnancy: A Life Options Model Curriculum for Youth," by the staff of Rosalie Manor, Inc. (undated).

58. Budget analysis for human growth and development programs by Bureau of Policy and Budget, DPI (undated).

59. Various materials, compiled by Teen Pregnancy Service, Milwaukee (1989).

60. "The Teen Pregnancy Service and the HMO Initiative," Teen Pregnancy Service of Milwaukee (September 1990).

61. "Teen Pregnancy Service of Milwaukee: Statistical Review--1989," Teen Pregnancy Service of Milwaukee (undated).

62. "A Profile of the Teen Pregnancy Service of Milwaukee," Teen Pregnancy Service of Milwaukee (undated).

63. "Pediatric Outcomes at Teen Pregnancy Service Children's Clinic," by Marlene Melzer-Lange, Margo Kinservik, Laurie Good and Carmen Otero (September 1990).

64. Letter from M. Joycelyn Elders, M.D., Director, Arkansas Department of Health, relating to evaluations of school-based clinics in Arkansas (November 20, 1990).

65. Letter from Public Member Hania Ris, relating to federal teenage pregnancy prevention programs (February 22, 1991).

66. Letter from Public Member Richard Passman, relating to recommendations for consideration by the Committee (February 5, 1991).

67. Letter from Public Member Sr. Rosemarie Fisher, relating to a proposal for legislation (February 19, 1991).

68. Letter from Public Member Stephen Small, relating to proposals for consideration by the Committee (February 15, 1991).

69. Letter from Public Member Paul Nannis, relating to his support for proposals under consideration by the Committee (February 13, 1991).

70. "Wisconsin Welfare Plan: To Reward the Married," New York Times (Tuesday, February 12, 1991).

71. Letter from Senator Timothy Weeden and Representative Susan Vergeront, relating to the Start Out Smart Program (February 13, 1991).

72. Letter from Public Member June Martin-Perry, relating to proposals for the Committee's consideration (February 14, 1991).

73. Letter from Public Member Hania Ris, relating to condom distributions in schools (February 12, 1991).

74. "A Health-Related Approach to Teen Pregnancy Prevention," by Public Member Mark Daley (February 21, 1991).

75. Brochure, "The Choices Initiative," by the Division of Community Services, DHSS (October 1988).

76. "Choices for Young Women in Wisconsin," by Beth Hovind and Donna Kirschenmann (undated).

77. Summary of Youth Risk Behavior Survey Results, by DPI (February 28, 1991).

78. Letter to Senator Brian Burke and Representative Shirley Krug, Co-Chairpersons, Joint Legislative Audit Committee, from Herbert J. Grover, State Superintendent, DPI, and Hannah Rosenthal, Chair, APPPS Board, relating to coordination of adolescent pregnancy prevention services (January 15, 1991).

79. "The Cost-Benefit of Publicly Funded Family Planning Services," by the Alan Guttmacher Institute (March 1990).

80. "Funding for Family Planning Services in Wisconsin," by Planned Parenthood of Wisconsin (December 3, 1990).